

**CITY OF TALLAHASSEE  
SCOPE OF SERVICES FOR THE  
SOUTHERN STRATEGY AREA–ECONOMIC DEVELOPMENT PLAN**

The following is a scope of services needed for the completion of the Southern Strategy Area–Economic Development Plan (EDP).

**A. PROJECT OBJECTIVES**

Complete analysis to address the obstacles and opportunities for revitalizing the Southern Strategy Area (SSA) and to work with the community to develop a plan for its redevelopment. In conducting this project, the consultant will be guided by three key objectives:

- Achievement of the goals, objectives, and policies, regarding the SSA in the Comprehensive Plan;
- Expanding business opportunities in the SSA and increasing the community's economic choices and options; and
- Reinvestment of additional revenues generated by economic growth in the SSA.

**B. PROFESSIONAL SERVICES REQUIRED**

The EDP concentrates on many issues facing urban areas today: the careful blending of essential regional industries within existing urban communities, the regeneration of underutilized commercial and industrial areas, and the cultivation of economically stable urban neighborhoods. The City of Tallahassee is seeking consultants who can bring experience and innovative thinking to these issues. In addition to technical and creative skills, the demonstrated ability to work with diverse groups and institutions is necessary. The Tallahassee-Leon County Planning Department (TLCPD) has already begun much of the planning process, but a variety of services are still required to complete this project. The TLCPD will engage the professional to prepare the EDP for the SSA.

**C. SCHEDULE**

The proposed time schedule as related to this project is as follows:

Release of RFP .....	July 25, 2003
Deadline for asking questions .....	August 1, 2003
Deadline for submission of proposal .....	August 20, 2003
Anticipated Selection .....	September 2003
Contract Award .....	September 2003
Meet with consultant to discuss project .....	Sept./Oct. 2003
Orientation Plan .....	February 2004

Draft Action Plan ..... April 2004  
Final Action Plan ..... May 2004

#### **D. SUMMARY OF PROJECT: SOUTHERN STRATEGY AREA**

The Southern Strategy Area is an approach to encourage a growth pattern in the southern part of the City of Tallahassee as well as adjacent portions of unincorporated Leon County as a counterbalance to the uneven rapid growth pattern in the northern and eastern areas of the community. The overall project area is shown in Attachment 1.

The Comprehensive Plan calls for establishing "...a business environment that supports the operation, retention and expansion of existing Tallahassee and Leon County businesses, as well as the attraction and development of new commercial enterprises...to move the local economy away from dependence on government and low wage industries to a broader reliance on high-value-added enterprises..." (Economic Development Element, Goal 1C). The intent of the Southern Strategy is to "...encourage quality land development and redevelopment which results in increased population growth towards the southern part of Tallahassee urban area, to retain and increase employment opportunities, and to attain an income mix in the Southern Strategy Area that is comparable to the remainder of the urbanized County. This goal is to be achieved through considered land development decisions, capital investments, and policies by all levels of government so as to serve as a catalyst for private sector investment in the area. Such decisions are to be based on a sound balance of social, economic, and physical development criteria that are designed to make better use of available resources to the south, while lessening development pressure in the north and east." (Land Use Element, Goal LU 11). Success of the Southern Strategy will benefit the entire community in terms of an increased tax base, greater choices for residential and employment opportunities, and other general quality of life factors such as greater availability of shopping, recreation, and educational opportunities throughout the community.

The work program will address both jobs and investment, and should consider both regional and community interests. Recognizing the SSA's resources, land uses, and infrastructure, the purpose of this EDP is to assess the opportunities for business retention, expansion, and new business investment and job creation within the SSA and to document specific actions that will improve the SSA's identified competitive advantage(s) for retaining and attracting business. The EDP will recognize the potential for using public investment as a catalyst to realize opportunities for practical investments into deteriorating capital and new investments in nurturing a better-educated work force. The EDP must find and encourage a market niche where the SSA has natural advantages. The EDP's strategy also should address redistributive issues regarding any prospective tax-abated, publicly subsidized projects that may adversely affect public finances.

Economic development efforts often end up favoring a preferred strategy, such as one the following: recruiting industry, creation of manufacturing networks, building incubator facilities, capitalization of venture funds, promotion of tourism, focusing on small business or existing industries, promotion of entrepreneurship, or stimulation of international exports. Rather than emphasizing a generic strategy, the goal of the EDP is

to arrive at a customized blend of strategies that are uniquely suited to the local economy and to the City of Tallahassee and Leon County. The strategies pursued, however, may ultimately be similar to those of comparable labor market areas.

The EDP will link regional development with SSA sector planning development. The plan will seek to identify and build regional industries' economic strengths and/or leverage existing regional occupational strengths. The EDP should encourage improving economies of scale and/or agglomeration, and should promote integration with the commercial, industrial, and research center economic assets identified in the *State of the Southern Strategy Report* (December 2001).

The *Report of the Southern Strategy Implementation Committee* (January 2002) indicated that inadequate transportation access discourages prospective businesses from locating within the SSA. Improved infrastructure would enhance local businesses' access to markets and also promote the SSA's inclusion into a broader market area for goods and services. Locational factors affect a community's ability to attract and retain economic activity—in 2000, the SSA accounted for 7% of the County's existing commercial floor space, 7% of its office floor space, and 25% of its industrial floor space. The SSA seeks to induce a mixture of market-oriented activities to complement its existing material-oriented activities. The EDP will encourage a blend of economic activities in order to attain a strong, vibrant, and diversified area economy.

The EDP will develop strategies to leverage the community's educational assets to foster economic development. The community's educational institutions are a vital component for economic growth and offer opportunities for targeted development within the SSA and should be fully explored in the EDP. The EDP should address research and technology based economic growth that could be linked to current and future operations of Tallahassee's universities and colleges.

A metropolitan area needs a well-developed labor market to be attractive to both households and businesses. Previous reports indicate the SSA experiences a loose labor market. The SSA has consistently shown higher rates of unemployment and poverty than Leon County as a whole since 1970, with the disparity increasing over the decades. It is imperative that any prospective economic resurgence of the SSA result in a meaningful and lasting reduction of poverty and unemployment.

The aspirations of residents and business owners presently within the SSA should also be considered in the development of a regionally oriented economic strategy for the SSA.

#### **E. TASKS COMPLETED TO DATE:**

The local economic development process consists of a number of tasks: data gathering and analysis; selection of local development goals, strategies, and criteria; selection of local development projects; building action plans and analyzing financial alternatives; specifying feasibility and project details; preparing the overall development plan; and scheduling implementation. The TLCPD has already completed much of the necessary policy groundwork regarding the EDP. When the Comprehensive Plan was

adopted in 1990, the City and County recognized an unbalanced growth pattern where the northern and eastern areas of the community had grown quickly, leaving the southern portion of the community depopulated and in greater poverty, with substandard housing as well as older schools with dwindling enrollment. In December 1998, plan policies for the SSA were articulated and adopted into the Comprehensive Plan. These policies included Policy 11.2.1, which required the Tallahassee-Leon County Planning Department to prepare a *State of the Southern Strategy Report* by 2001. The report was submitted to the Local Planning Agency, the City Commission, Leon County Board of County Commissioners, and various City and County departments. The first *State of the Southern Strategy Report* was completed and delivered at the end of 2001.

Many of the SSA policies in the Comprehensive Plan require implementation or assistance from other departments. In order to meet the implementation priorities and timeframes in the plan, the need for city-county intergovernmental cooperation precipitated the formation of a joint implementation committee, the Southern Strategy Implementation Committee (SSIC). The SSIC produced a list of First and Second Tier Recommendations listed in the January 2002 *Report of the Southern Strategy Implementation Committee*. The City and County subsequently each adopted separate but similar lists containing 14 recommendations for the SSA. The consultant should become familiar with the work of the SSIC as a primary consideration for the EDP. Moreover, the SSA has been subdivided into five distinct sector planning areas and to date, work is underway on two of the plans. These sector plans are on schedule to be completed in 2004.

#### **F. REQUESTED SERVICES FOR THE SOUTHERN STRATEGY AREA-ECONOMIC DEVELOPMENT PLAN:**

For this stage of the economic development process, the consultant, in conjunction with the City, County, and their economic development partners will build upon previously stated intentions and move forward with analytical tasks and a community-based process for developing recommended economic development priorities and implementing strategies. In conducting this project, the EDP will consist of the following work products and assistance:

- I. Regional focus (40%): An *Economic Growth & Development Orientation Plan*, generally clarifying the following:
  1. FUTURE SOCIO-ECONOMIC CONDITIONS
  2. ANALYSIS OF LOCAL ECONOMIC CONDITIONS
    - Local Economic Data
    - Modeling type (e.g., location quotient, shift share, econometric, multiplier, economic impact)

3. ISSUES, OPPORTUNITIES, AND CONSTRAINTS

- Economic Trends and Conditions
- Economic Linkages and Locational Influences
- Labor Resources
- Physical Development
- Barriers to Economic Development

4. GOALS, OBJECTIVES, AND STRATEGIES

- Public sector
- Private sector

5. RECOMMENDATIONS

- Business Development
- Human Resource Development
- Physical Development and Supporting Infrastructure
- Educational Institutions' Potential Role in Economic Development
- Community Based Development
- The City's and County's Respective Roles In Economic Development
- Plan Implementation

6. ASSESSMENT PROCEDURE AND EVALUATION

- Potential measurements of results (5-10 year horizon)

II. Community focus (60%): An Action Plan for Economic Development, to guide SSA policy development, implementation, and investments, addressing the following:

1. ENVIRONMENTAL STATUS AND COMMUNITY PROFILE

- Develop a community profile of the SSA and adjacent areas.
- Assist TLCPD staff in conducting community involvement exercises to obtain additional perspectives on options and opportunities for the SSA.
- Review and analyze principles and strategies and other relevant models to determine lessons learned and applicability to the SSA.
- Review appropriate economic development financing apparatus to determine the City's and County's abilities or constraints.
- Identify key strengths, limitations, opportunities, and difficulties about the SSA, and implications of these for a proposed strategic economic development plan.

2. BUSINESS, REVENUE, AND MARKET ANALYSES

- Review data and inventory of existing businesses in the SSA for content and adequacy.
- Assist TLCPD staff in designing and administering a community survey or community involvement opportunity which may be in the form of a focus group (or the like as deemed suitable) to determine what goods and services residents believe would be useful in the SSA.
- Evaluate market and make a realistic assessment to determine sections within the SSA that may have a potential as retailing centers.

3. ACTION PLAN GOALS AND IMPLEMENTING STRATEGIES—based on the results of the previous reports and analyses, develop preliminary goals and a set of strategies to implement them. The goals should support and further the priorities and values identified by the Southern Strategy Implementation Committee. The strategies should address the following:

- opportunities to expand and diversify the SSA employment base;
- opportunities to capitalize on the SSA's strengths and prospects, address its challenges, and minimize its weaknesses;
- targeted strategies that are consistent with the SSA's sector planning areas;
- options to attract technology businesses to the area;
- marketing and promotion strategies to increase economic growth and development of the region's businesses;
- strategies to leverage educational institutions and assets for economic growth;
- incentives for business investment in the community;
- the future of SSA properties as an employment center and destination, including associated support needs from the surrounding area;
- infill and redevelopment issues and opportunities, including parcel assembly incentives; and
- barriers posed by existing regulations (City, County, State) and identification of changes in approaches and requirements needed to facilitate.

4. Recommend appropriate roles and responsibilities for the City, County, Chamber of Commerce, Economic Development Council, universities, colleges, school board, and other entities. Prepare a summary graphic identifying key roles and responsibilities for the participating entities, and make recommendations regarding assumption of new responsibilities for each entity and potential new relationships or partnership models.

#### **G. REQUESTED DELIVERABLE ITEMS:**

- Economic Growth & Orientation Plan
- Draft Action Plan (including a public participation plan for obtaining consideration of the broader community)
- Final Action Plan (hard copies and CD-ROMs, technical memoranda, and analysis of various study alternatives)

#### **H. COORDINATION AND REVIEW:**

##### **Preliminaries**

The selected consultant will meet with the Planning Department to discuss the project and the process to date. The Planning Department will brief the consultant on the history of the SSA and its activities to date. After a contract is signed, the consultant will

begin gathering the data and research for this project. The consultant will review the work completed to date on the SSA and any economic issues relevant to the recommended SSA issues.

### **Meetings and Presentations**

The Consultant shall attend meetings as noted in the RFP with the Planning Department, elected officials, and community and provide relevant project information. A minimum of four meetings should be budgeted. The Consultant and staff shall also be available with no less than a five (5) working day notice to attend meetings or make presentations at the department's request. Such meetings and presentations may be held at any hour between 8:00 AM and 8:00 PM., Monday through Friday. The Consultant may be called upon to provide maps, press releases, audiovisual displays, and similar material for such meetings.

The Department will be responsible for the following: staging of public workshops and meetings including the Board of County Commissioners or City Commission; notice of public workshops and meetings in the local newspaper; arrangement of public meeting locations; web site postings of project status, meeting schedules, and other important documents throughout the duration of the study; direct mailings to affected property or business owners as necessary; and follow-up on requests for information from the consultant in a timely manner.

### **Report Procedure**

After issuing the *Economic Growth & Development Orientation Plan* but prior to the SSA community consideration and assessment of the Draft Action Plan, the consultant will coordinate with the Planning Department regarding any logistical issues. The consultant will assist TLCPD staff with conducting a SSA community consideration and assessment. After the assessment, the consultant will draft a final report addressing issues raised by the community. The consultant will meet with the Planning Department to discuss the results of the report.

Based upon the results of the assessment and meetings with the Planning Department, the consultant will draft a final action plan for the SSA. The consultant will meet with the Planning Department to discuss the draft report. To the extent practicable, the Action Plan should synthesize findings from the *State of the Southern Strategy Report* and the *Report of the Southern Strategy Implementation Committee* in order to verify the groundwork of existing economic conditions in the SSA. The Action Plan will clarify the local economic environment (business and labor markets, demographics, land use and infrastructure, education and training institutions, and financial and capital markets) in relation to pertinent external economic factors and trends (regional, state, national, international).

All deliverable items (including drafts) will be forwarded by the Planning Department to the appropriate City and County staff and local agencies for review and comment. The Planning Department will consolidate the comments and provide them to the consultant within five weeks to ensure community input to the final report and afford

the consultant adequate time for any revisions or modifications. The consultant will make a presentation before the City and County Commissions.

**I. STUDY REQUIREMENTS AND PROVISIONS FOR WORK:**

The services performed by the consultant shall be in compliance with all applicable State and Federal regulations. The consultant will be provided with plans for transportation improvements in the Sector Plan area and applicable land use policies, including the following:

- The Tallahassee-Leon County Comprehensive Plan, specifically the Southern Strategy Area and Central Core Objectives and Policies in the Land Use Element, the Transportation Element, and the Capital Improvements Element;
- The South Monroe Street Sector Plan Recommendations and Implementation Plan;
- The Oak Ridge Sector Plan Recommendations and Implementation Plan;
- The *State of the Southern Strategy Report*; and
- The *Report of the Southern Strategy Implementation Committee*.



ATTACHMENT 1

